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ABSTRACT

In 1990, the federal government passed the Child Care and Development Block Grant (CCDBG), setting aside a percentage for "quality" expenses, including licensing, compensation, resource and referral, training, and career development planning. This report illustrates states' uses of the CCDBG for training and career development. An overview of training and career development projects funded by CCDBG is given, including an explanation of state career development collaborations. The following topics are covered: (1) data collection and research to support training; (2) mechanisms for disbursing funds for training; (3) ways in which states are building training infrastructures; (4) compensation linked to training; (5) states in which CCDBG has furthered career development and training policy; and (6) recommendations to the federal government and states, including encouraging career development planning linking to real outcomes, requiring funds for training to be linked to a comprehensive training plan; increasing CCDBG's visibility; and encouraging collaboration in funding and matched grants. (BGC)

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The Child Care and Development Block Grant and Training and Career Development: A Report on the 50 States and the District of Columbia

January, 1995

Bettina McGimsey

PS 023 118

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FOR CAREER DEVELOPMENT
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About The Center

Founded at Wheelock College in January, 1991, The Center for Career Development in Early Care and Education strives to improve the quality of care and education for young children by creating viable career development systems for practitioners. The multi-faceted activities of The Center are designed to help states and localities bring about systemic change to replace the fragmented system of training that now exists. The Center is the vehicle through which Wheelock, in partnership with other national organizations and government policy-makers, stimulates and further develops the concept of a dynamic career development system.

The Center's current activities include:

- **Publishing and disseminating** *Making A Career Of It* which profiles: state licensing standards relating to practitioner qualifications and training; teacher certification standards for the early childhood years; community-based training; access to higher education; funding mechanisms for training; and emerging initiatives.

- **Working with strategic sites** to support and document innovative career development projects at the state and community level.

- **Providing technical assistance** in a variety of formats to state and community groups on all aspects of planning and implementing career development systems in early care and education.

- **Offering advanced seminars in child care administration** at Wheelock and in cooperation with local colleges, and supported by employer or government initiatives. The seminars develop local strengths and encourage local involvement in training leaders in early care and education.

- **Publishing and developing new materials** including concept and planning papers, research reports, and technical assistance documents to support state and local efforts in career development planning.

- **Serving as a resource** for information and documents on the development of state policies, funding strategies, data on licensing and other state policies, and programs developed at local, state, or national levels.

- **Working in collaboration with other national organizations** to influence policy and develop program and funding strategies in career development.

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The Child Care and Development Block Grant and Training And Career Development: A Report on the 50 States and The District Of Columbia

Bettina McGimsey
The Center for Career Development in Early Care and Education

Introduction

As increasing numbers of children spend more of their time in child care settings, the need for quality early care and education escalates. In 1990, the federal government passed the Child Care and Development Block Grant (CCDBG) with a percentage set-aside for "quality." Allowable expenses under "quality" included

- licensing;
- compensation;
- resource and referral;
- training; and
- career development planning.

When The Center for Career Development in Early Care and Education was founded in 1990, few states were spending any federal dollars on training, and even fewer had embarked upon comprehensive approaches to training, including career development planning. Only Delaware had started a planning process. Since that time, many more states have begun such processes, as well as taken comprehensive approaches to the training of early care and education practitioners. This progress has been attributed to various circumstances, among them the CCDBG.

To get some idea of how states are using the CCDBG for training and career development, The Center undertook a review of information from the 50 states and the District of Columbia.[1] In this report, we present an illustrative, though not comprehensive, record of states' uses of the CCDBG for quality specific to training and career development.

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[1] The information we reviewed came various sources:

- Proposals to The Center for Career Development from 36 states and the District of Columbia for a technical assistance project entitled Partners in Change.
- Macro International, Inc. (1994). *Child Care and Development Block Grant: A report on state use of quality and availability funds.* Washington, DC: Administration for Children and Families.
- Bellm, D., Gnezda, T., Whitebook, M., & Breunig, G. S. (1994). Policy initiatives to enhance child care staff compensation. In J. Johnson & J. B. McCracken (Eds.), *The early childhood career lattice: Perspectives on professional development.* Washington, DC: National Association for the Education of Young Children.

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Our sources indicate that states have used CCDBG funds for

- career development planning;
- providing "glue" money to pull together other funding sources for training;
- data collection and research to support the planning for training and career development;
- mechanisms for funding training;
- training resources that support training efforts (e.g., clearinghouses, resource centers, and mobile vans);
- direct funding of training (e.g., basic training, training across specializations, roles); and
- funding of training programs that are linked to compensation.

In this report, we provide information on the above topics and offer recommendations to federal and state governments.

Overview of Training and Career Development Projects Funded by the CCDBG

Planning for Training

Given the central link between the quality of early care and education and the training and retention of early childhood practitioners, planning collaborations in a number of states have been developed to address training and career development. Funding from the CCDBG has supported these planning efforts in at least 16 states of which we know (Alabama, Colorado, Connecticut, Delaware, Georgia, Iowa, Louisiana, Maine, Minnesota, New Mexico, Oklahoma, Oregon, Texas, Utah, Virginia, and Wisconsin). At least 12 additional states have embarked upon state planning for comprehensive career development; some of the efforts are primarily supported by private funding (Hawaii—Hawaii Community Foundation; New York—Rockefeller Brothers Fund and Aaron Diamond; California—Packard, Parson, Irvine, and Hilton Foundations; and South Dakota—Bush Foundation).

State career development planning collaborations have

- been created by executive order (states include Colorado and Oklahoma; Hawaii has a planning collaboration around all early childhood systems that includes professional development);
- established separate planning bodies (states include Minnesota); and
- created staff positions to coordinate planning and training efforts (states include Connecticut, Delaware, Oklahoma, Oregon, and Utah).

CCDBG funding has been used by a number of states as "glue" to leverage and pull together other sources of funding for training:

- Louisiana used CCDBG, state general, Social Service Block Grant, and Child Care Improvement Grant funds.

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- The District of Columbia has produced a report entitled *Moving Forward: Financing a Collaborative, Comprehensive Early Childhood Professional Development System in the District of Columbia* that details the full range of sources used along with CCDBG funding.
- Connecticut used CCDBG, Social Services Block Grant, and CDA (Child Development Associate) Scholarship funds.
- Maine combined CCDBG and Social Services Block Grant funds.
- Michigan joined CCDBG and private foundation funding to develop a provider training fund.
- New York used CCDBG, state, and the Child Care Improvement grant funds.
- North Dakota combined CCDBG and CDA Scholarship funds.
- Pennsylvania utilized CCDBG, CDA Scholarship, and state funds.
- Virginia joined CCDBG, CDA Scholarship, and Family Support Act funds.
- Wyoming used CCDBG, state, local, and foundation funds.

Data Collection and Research to Support the Planning for Training

A variety of forms of data collection and research have been used to assist in statewide planning, including

- surveys of training available and funding analyses (states include Georgia, Hawaii, Maine, Massachusetts, Virginia, and Wisconsin);
- surveys of practitioners and their training (state surveys include Delaware's Provider Profile and Texas' Caregiver Status Survey);
- training needs assessments (states include Iowa, New Hampshire, and Virginia);
- data collection on compensation and benefits (states include Alaska, California, Oregon, and Wisconsin);
- reviews of regulations (states include Hawaii and Montana; Kansas has also reviewed regulations with funding from the American Public Health Association/American Academy of Pediatrics [APHA/AAP], rather than CCDBG); and
- development of provider and practitioner training registries (states include Delaware, Massachusetts, Minnesota, Utah, and Wisconsin).

Mechanisms to Disburse Funds for Training

Mechanisms for disbursing CCDBG funding for training and career development include:

- *Quality grants funded by CCDBG*: In Wisconsin, practitioners can use these funds for accreditation, staff training, compensation, and reducing turnover.
- *Training funds*: In Michigan, CCDBG funds were used in conjunction with funds from W. K. Kellogg Foundation and the Skillman Foundation to develop a statewide public-private partnership to build the Provider Training Fund. In Minnesota, the Institute for Early Childhood Care and Education Professional Development will work to provide funding for its ongoing work, practitioner funding for training (scholarships, loans, and loan forgiveness) and organizational scholarships for Consortium membership. The Oregon Child Development Fund solicits contributions from corporate and private sources and

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partners these with public grants to provide a wide range of services related to training, public awareness, and capital expansion at the local level.

- *Scholarships:* In Maine, CCDBG funds were used for scholarships to cover the costs of one or more courses for currently-employed practitioners enrolled in degree programs. California applied funds to scholarships to Far West Infant/Toddler training, while the District of Columbia used the funds for supervisory and administrative training at the University of the District of Columbia, and Arkansas routed funds to scholarship grants to practitioners to attend approved training.
- *Tuition assistance and reduction*: In Virginia, funds were used to award tuition scholarships to practitioners taking "foundation courses" at community colleges. Massachusetts' child care resource and referral agencies contract with community colleges for reduced rates for courses for practitioners. Hawaii's Preschool Open Doors Project is a state-funded tuition assistance program. Thanks to tuition incentive programs within the college and university system in New Hampshire, currently-employed practitioners are able to take early childhood education courses for 50% tuition. In South Carolina, technical college tuition is supplemented through CCDBG funds.
- *Loan assumption programs*: In California, teachers working in child care programs for two years are eligible to have their student loans assumed.
- *Facilities funds:* In New Jersey, the Department of Human Services contracts with the Early Childhood Facilities Fund to link child care practitioners with corporate sponsors for capital improvement needs. The Illinois Facilities Fund provides intensive training for the staff and boards of resource and referral agencies, with topics including strategic planning, financial management, building management, and managing growth.

Training

We reviewed a wide range of ways in which states are building an infrastructure to support training, among them

- resource centers;
- training clearinghouses;
- resource libraries;
- mobile training vans (Workshop on Wheels mobiles in Alabama and Georgia);
- training calendars;
- newsletters;
- journals (states include Oklahoma and Texas: *Texas Child Care Quarterly*); and
- training approval systems (states include Alabama, California, Delaware, Georgia, and Utah).

In terms of direct funding of training, CCDBG funds are being spent primarily on basic training for early care and education practitioners, as was the case with training dollars when The Center conducted the research for *Making A Career Of It*. It appears that much of the training provided is geared to meet the training requirements set in state regulations and/or to recruit and offer basic training to meet the overwhelming demand for new early care and education practitioners. Funds are spent on a wide range of training from start-up kits (states

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include Nebraska and Ohio) to training to help practitioners meet licensing standards to training to meet either accreditation through the National Association for the Education of Young Children (NAEYC) or National Association of Family Child Care (NAFCC). A number of states have made family child care training a high priority.

The information we reviewed provided evidence of multiple issues. The overriding problem appears to be the lack of an overall system of training and career development, which results in the inability to plan and deliver training to meet the specific needs of practitioners in the community. Our information pointed to gaps in key areas, including

- training to work with the full range of children in early care and education settings (infants and toddlers, school-age children, children with special needs, and children whose first language is not English);
- training to work in the full range of roles (i.e., family child care, administrative training); and
- training that addresses particular issues of the early childhood field (carries college credit, reaches rural and remote practitioners, and is provided across auspices).

Although they cannot begin to fill the gaps, a number of useful and innovative training projects have been set in motion with CCDBG funding. The following is a list of particularly interesting training projects funded by the CCDBG and organized by state:

- California

  Crisis intervention training of trainers: In the County of Los Angeles, a team of mental health and child development professionals worked with three target programs that serve children who have been affected by violence in their communities. The training incorporates knowledge of organization and systems intervention, child development, cultural sensitivity, and specific psychological methods related to post traumatic stress disorder and grief reactions to violence.

  Far West Laboratory Infant/Toddler Institute is a multi-media training system for center- and home-based providers of group care. The Institute also offers a four-part series to train trainers. The training is divided into four modules, which cover social/emotional development, cognitive and language development, group caregiving, and working with parents and cultural inclusion issues. Two hundred and forty scholarships are provided annually to train trainers to work with infant/toddler caregivers.

  Curriculum development for limited English speakers: Two video tapes and written materials are being developed to help assess and identify limited English and non-English proficient children.

  Child Development Training Consortium is a group of 70 college campuses that provides cost-effective training to eligible personnel to assist them in meeting the requirements of the California Children's Center Instructional and Supervision Permits both in the community and through specialized training institutes. The consortium plans to develop a

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pilot program to provide a financial reward to trainees upon completion of an agreed upon course of study. Specific training includes a two-day administrative institute, a one-day school-age institute, and outreach and training to family child care providers.

- District of Columbia
  The CCDBG has provided funding for *management training* at the University of the District of Columbia on supervision and administration of early care and education programs. The course carries three undergraduate credits, and partial scholarships were provided.

- Delaware
  As part of *Delaware First . . . Again*, a *modular core curriculum* was developed to cover six content areas: child development; understanding children's behavior; developmental curriculum; health, safety, and nutrition; professional issues; and family issues. This training has also been adapted as a videotaped college course for credit. Higher education institutions are working on mechanisms to convert workshop completion to college credit. In the future, the curriculum will be modified to reflect the needs and concerns of low-income, entry-level practitioners; it will expand to include literacy skill development and will include a link to tutoring and General Equivalency Degree (GED) preparation services.

- Indiana
  "Step Ahead: The Child Care Collection" is an educational television series produced by Indiana's public broadcasting stations and used in conjunction with three videos, also produced in Indiana, on creative outdoor environments, school-age care, and quality family child care. The program has direct links with training institutions to enable viewers to obtain credit for viewing and to enable feedback to the instructors.

- Maine
  Cross-disciplinary training across the domestic violence, child abuse/neglect, and substance abuse fields is being developed. Through a collaboration of social service professionals, an interdisciplinary approach to the training of early care and education practitioners will be implemented. This approach will focus on children as members of holistic family systems and will integrate knowledge and skills from each of the social areas. Goals are to promote participants' understanding and awareness of the effects of violence, neglect, and substance abuse on children and families and to promote linkages among social service practitioners at both the state and community levels.

- Maryland
  The Institute for Child Care Education provides curriculum and resource materials for school-age child care practitioners and has conducted research to support needs of school-age child care providers. Workshops, seminars, and master's level course work addressing needs of before- and after-school caregivers are offered.

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- Montana
  "Raising America's Children" is a ten-part television series to be offered over public television and local community access stations. Sponsored by the Early Childhood Project and scheduled for broadcast in January 1995, it will be coordinated locally through a local resource and referral agency in conjunction with a state higher education institution, Western Montana College. Practitioners may enroll at one of four levels or options, the fourth of which provides university credit, which is applicable toward Western Montana's CDA program and/or the Associate of Arts degree. At this highest level, scholarships will be made available for college credit. Options II-IV qualify toward $250 Child Care Provider Merit Pay Awards.

- Pennsylvania
  The Early Childhood Linkage System (ECELS) links health professionals with early care and education programs. Over 5,000 early care and education practitioners have participated in the health and safety training, which meets Pennsylvania's six-hour training requirement. ECELS also produces a newsletter and provides technical assistance on the APHA/AAP health and safety guidelines. It assists state staff in following up with practitioners who have substantial child immunization noncompliance.

- Texas
  As part of its Professional Preparation System, Texas has developed, field-tested, and evaluated a *training-of-trainers curriculum* and has held a *training-of-trainers conference*.

- Vermont
  CCDBG funds were used to enhance this state's *family child care network's* capacity to visit practitioners and provide regional training opportunities to community-based programs statewide.

- Wisconsin
  Peaceworks is a training program on conflict resolution geared to early care and education practitioners. CCDBG funding was augmented with monies from USWest Foundation.

- In a number of states, CCDBG funding was used to augment the dollars provided by the CDA scholarship funds for CDA training (states include Connecticut, District of Columbia, Florida, North Dakota, and Montana).

Compensation Linked to Training

A challenging, yet critical, aspect of achieving quality is linking increased compensation to increased training. Both are important for retaining practitioners in the field of early care and education. Four particularly noteworthy programs are:

- California
  Designed to retain experienced teachers in the field, to recruit future teachers, and to improve the quality and accessibility of the community college training system, the *Early*

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Childhood Mentor Teacher Program pairs community college students with experienced teachers in field placements. Mentors are provided with advanced training and a stipend of up to $3,000 to supervise student teachers.

- Montana
  CCDBG funds are used for *Child Care Merit Pay Awards* of $250 available to practitioners who attend 60 hours or more of pre-approved training in a 12-month period. Training sources range from CDA training, to college courses and workshops provided by local associations, resource and referral agencies, and conferences.

- North Carolina
  The *T.E.A.C.H. (Teacher Education and Compensation Helps)* program is a comprehensive and integrated structure to provide training and education scholarships to practitioners using sequenced professional development for center teachers and directors, as well as family child care providers. Once the training is completed, practitioners receive increased compensation. Four scholarship components are available: 1) Child Care Credential Scholarship, 2) Child Care Teacher Education and Compensation Program, 3) Child Care Director Education and Compensation Program, and 4) Early Childhood Model/Mentor Teacher Program.

- West Virginia
  The Apprenticeship For Child Development Specialist, based on a United States Department of Labor model to increase skills of people employed in crafts and trades, is targeted across auspices and offered free of charge or for a minimal fee. Combining classroom instruction with on-the-job training, the program assigns each apprentice to an experienced child development professional. The program works with directors who choose to involve their staff in the training and commit to wage increases for those who complete the program. Course work is offered through vocational/technical schools or trade/occupational organizations for credit, 33 of which can count toward an Associate of Applied Science degree at local community colleges. Credits earned for this degree can then be applied to a four-year Regents degree, a non-traditional degree allowing credit for work experience and relevant training. Apprentices who complete the program receive the nationally recognized credential of Child Development Specialist from the US Department of Labor. Because the curriculum is based on the CDA competencies, apprentices can also apply for CDA credential. Currently available in 12 West Virginia counties, the program will be expanded to an additional five counties with CCDBG funding.

In what States has the CCDBG Pushed Career Development and Training Policy Forward?

Connecticut, Nebraska, Oregon, Utah, and Wisconsin appear to have been significantly moved by funds provided by the CCDBG. These states exemplify the progress that can be made in the training arena when states approach the training and career development of early care and education of practitioners in a systematic and comprehensive fashion.

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- Connecticut

  Through its planning process, legislatively mandated and entitled *Connecticut Charts a Course*, Connecticut is working towards a coordinated and comprehensive training system for early care and education. As part of the work of its Higher Education Task Force, the state has drafted a proposed articulation agreement between the two- and four-year colleges. Statewide early childhood training is provided under the auspices of the Child Care Training Support Fund, a statewide training project for low-income, entry-level individuals. $100,000 of CCDBG funds have been used to establish the fund within the Community-Technical College System. The program offers college credit for the 120 hours of training as well as for the CDA credential. It provides for the administration of scholarship monies available to income eligible practitioners for CDA and other approved early care and education training. Just over two years old, it has awarded more than 500 scholarships and produced 46 new CDA practitioners already. Credits from this program articulate with all of the early childhood education programs at the community-technical colleges. Should participants wish to pursue an associate's degree, they can receive additional scholarships through the Fund and other financial aid monies. Participants registered for the first statewide CDA meeting included Head Start, center, and family child care providers.

- Nebraska

  Funded by the Block Grant, the Child Care and Early Childhood Education Training Grant Fund supports initiatives that bring staff together from various programs (child care, Head Start, public school) and across ages served (infant through school-age). Training provided must address levels of training (awareness, application, and refinement), accessibility (time, location, and support services), and cost. Priority topics include: helping parents choose optimum child care settings, special needs, health, and safety. Funds are available to community colleges, county extension, professional organizations, four-year colleges, educational service units, school districts, and other nonprofit community agencies. Projects are expected to operate in collaboration with existing services and document the local contribution in the application. Nebraska also funds the Early Childhood Training Center, a statewide training project established to provide quality information service and on-site training and consultation to practitioners. The Center houses a multimedia center that loans print and audiovisual materials, as well as a toll-free information line to provide training and other information to the entire state and for professionals in all early care and education settings. The focus of the Center was expanded as a result of state legislation and is funded by a variety of federal and state grants, including CCDBG, Federal P.L. 99-457 Early Childhood Special Education, Even Start, Head Start-State Collaboration funds, and state general funds (Department of Education and Social Services). Nebraska also produces a newsletter, *Kaleidoscope*, designed for early care and education practitioners in all settings; it has a circulation of 8000.

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- Oregon

  Oregon's Childhood Care & Education: A Comprehensive Career Development System Plan lays out a ten-year endeavor to create an articulated system of education, training, and professional development. The plan outlines recommendations related to the coordination of education and training delivery systems, compensation, licensing, and certification. Progress on the plan is expected to increase with the hiring of a full-time coordinator who is housed in the Office of Community College Service, out of which the plan's advisory committee, the Childhood Care and Education Career Development Advisory Committee, is coordinated. Oregon's state legislature passed HB 3565, Oregon's Educational Act for the 21st Century, that acknowledges that quality childhood care and education programs are the cornerstone of education reform. This act creates a continuum of education and training for future professionals, from high school to community college through to university levels. The state has developed *Oregon Child Care Basics*, training offered statewide at no expense. It is designed for universal teacher/caregiver access and provides the first steps toward a comprehensive career development system. The curriculum has been translated and adapted for use with Hispanic and Russian populations; there are plans for a southeast Asian translation. This program is intended to translate informal or non-credit training and experience into equivalent college credit. To facilitate this, Oregon is developing articulation agreements between Portland State University, three community colleges, and several public high schools.

- Utah

  Housed in the state Department of Economic Development, Utah's Office of Child Care was established in 1990 using CCDBG funding. Currently, CCDBG funds are used for a staff position dedicated to career development planning. The Utah Training and Career Development Plan was created by a community task force; its intent is to create better entry into the child care profession, better articulation and retention through training opportunities and credentialing, and better information about running a successful business. To this end, the plan will involve small business development centers in collaborative training efforts to educate practitioners on good business techniques. The state has developed a training project that will recruit family child care providers and follow them as they proceed through the career development system. Providing the training, much of which is funded through CCDBG, will be Child Care Connection (a resource and referral agency in the Salt Lake City area). The project will include orientation training, entry-level training, a second-level family child care course, a business course, CDA training, and a course for training CDA advisors. Plans include offering these courses in languages other than English and, with the exception of the orientation course, for credit; they also include expanding the training to a broader range of practitioners and replicating it throughout the state using other resource and referral agencies and institutions of higher education. Utah also plans the development of a Training Approval System, a Personnel Registry, and a state scholarship program with the goal of linking training, experience, and compensation. In the above training program, stipends are provided for practitioners who open their family child care homes for the orientation course participants to observe.

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- Wisconsin
  The Office of Child Care has spent much CCDBG money on quality improvement. The state offers substantial funding to direct service practitioners in the form of Quality Grants that practitioners can use for accreditation, staff training, compensation, and reducing turnover. In addition, funds are put into training and technical assistance to help programs meet accreditation standards and to help them become more inclusive. Also funded is the Child Care Information Center, a statewide information clearinghouse and library that produces a newsletter, has a toll-free phone line, and provides training materials and curriculum. One particularly innovative training project funded by the Block Grant is the Milwaukee Mentor Teacher Project. This program trains mentors who in turn train protégé teachers. Developed through a collaboration between Milwaukee Area Technical College, child care programs, and the local resource and referral agency, mentor courses are offered for credit from the technical college and graduate credit from Wheelock College. Both mentors and protégés receive wage increases, and mentors also receive a stipend for their work and a materials grant. Wisconsin has also funded The Registry, a child care credentialing and professional recognition system for all practitioners working in the field.

Recommendations to the Federal Government and to States

Recommendations to the Federal Government

- Encourage career development planning to be linked to real outcomes (i.e., increased numbers of practitioners trained resulting in improvements in quality).

- Require that funds for training be linked to a comprehensive plan for training and career development, and vice versa.

- Make the CCDBG more visible: Whenever a program is cited, require that the specific funding source is cited. This will help to raise public awareness as to how these projects are funded and what funding streams the public needs to support.

- Encourage collaboration in funding through the use of matched grants (not just state, but also private dollars).

- Move toward a requirement that all training, if substantial, carry college credit by accrediting it initially or by designing it so that individual practitioners can be assessed for credit after the training ends.

- Encourage tying national accreditation (NAEYC or NAFCC) to receiving funds or to reimbursement rates.

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Recommendations to the States

- Provide training for the full range of roles, skill levels, specializations, and care and education settings.
- Provide financial assistance to practitioners to participate in training leading to licensure, accreditation, and/or credentials.
- Link training to compensation.
- Encourage training across auspices, e.g., training practitioners from child care and Head Start and/or from for-profit and non-profit.
- Fund public awareness campaigns about the link between training and early care and education quality.
- Use CCDBG funds to leverage other funding.

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